

CALIFORNIA SCHOOLS

Volume IV

July, 1933

Number 7

CONTENTS

Directory of the State Department of Education.....	236
Youth and Society.....	237
Departmental Communications.....	240
Interpretations of School Law.....	243
For Your Information.....	244
Professional Literature.....	246



**Official Publication Issued Monthly by the
California State Department of Education**

Entered as second-class matter May 8, 1930, at the Post Office at Sacramento, California,
under the Act of August 24, 1912

DIRECTORY OF THE CALIFORNIA STATE DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

	Term expires
Dr. Lewis P. Crutcher, Long Beach (President).....	1936
Allen T. Archer, 215 West Sixth street, Los Angeles.....	1935
E. P. Clarke, Riverside.....	1936
Miss Alice H. Dougherty, 4508 Pleasant Valley court, Oakland.....	1936
R. E. Golway, Sacramento.....	1935
Gordon Gray, Bank of America Building, San Diego.....	1934
Daniel C. Murphy, 90 Justin drive, San Francisco.....	1934
Mrs. Florence C. Porter, Bakersfield.....	1937
Miss Alice Rose Power, 233 Claremont, San Francisco.....	1935

Vierling Kersey, Secretary and Executive Officer
Mrs. Florence B. Argall, Assistant Secretary

STAFF

(Unless otherwise indicated all staff members may be reached at Sacramento)

Vierling Kersey, Superintendent of Public Instruction, Director of Education
Pauline Winner (Mrs.), Administrative Assistant
Alfred E. Lentz, Administrative Adviser
Marion H. Ketcham, Assistant Secretary and Principal Clerk, Public School Teachers' Retirement Salary Fund Board
Henry M. Lynn, Departmental Accountant
Sam H. Cohn, Deputy Superintendent of Public Instruction
Walter E. Morgan, Assistant Superintendent of Public Instruction and Chief of Division of Research and Statistics
C. F. Muncy, Assistant Chief
Irene Taylor Heineman (Mrs.), Assistant Superintendent of Public Instruction, 311 California State Building, Los Angeles
Ivan R. Waterman, Chief of Division of Textbooks and Publications
W. S. Dyas, Chief of Bureau of State Printed Textbooks
Evelyn A. Clement (Mrs.), Chief of Division of Teacher Training and Certification
J. C. Beswick, Assistant Executive Officer, Commission for Vocational Education and Chief of Bureau of Trade and Industrial Education
Julian A. McPhee, Chief of Bureau of Agricultural Education
Ira W. Kibby, Chief of Bureau of Business Education
Maude I. Murchie, Chief of Bureau of Home-Making Education
H. D. Hicker, Chief of Bureau of Vocational Rehabilitation
J. M. Dodd, District Supervisor of Vocational Rehabilitation, 303 State Building, San Francisco
W. E. Smith, District Supervisor of Vocational Rehabilitation, 107 California State Building, Los Angeles
L. B. Travers, Chief of Division of Adult and Continuation Education, 311 California State Building, Los Angeles
Herbert R. Stolz, M.D., Chief of Bureau of Parent Education, 2739 Bancroft way, Berkeley
J. F. Dale, Bureau of Parent Education
Gertrude Laws, Bureau of Parent Education, 311 California State Building, Los Angeles
Magdalene F. Wanzer (Mrs.), Chief of Bureau of Immigrant Education, 317 State Building, San Francisco
Helen Heffernan, Chief of Division of Elementary Education and Rural schools
Gladys L. Potter (Mrs.), Assistant Chief
N. P. Neilson, Chief of Division of Health and Physical Education
Winifred Van Hagen, Chief of Bureau of Physical Education for Girls
Mabel R. Gillis, State Librarian, Chief of Division of Libraries
Eleanor Hitt, Assistant Librarian
Andrew P. Hill, Jr., Chief of Division of Schoolhouse Planning
Charles W. Bursch, Assistant Chief
J. A. Burkman, Research Expert and Adviser for Teachers Colleges
Nicholas Ricciardi, Chief of Division of Secondary Education
Chief of Division of Special Education
R. S. French, Chief of Bureau for the Education of the Blind, Principal California School for the Blind, Berkeley
Elwood A. Stevenson, Chief of Bureau for the Education of the Deaf, Principal California School for the Deaf, Berkeley
Lillian B. Hill (Mrs.), Chief of Bureau of Mental Hygiene
Mabel F. Gifford (Mrs.), Chief of Bureau of Correction of Speech Defects. 317 State Building, San Francisco

Youth and Society

VIERLING KERSEY, *Superintendent of Public Instruction*

The fact that over 50,000 young people have just been graduated from California high schools, junior colleges, colleges, and universities, brings forcibly to our attention the responsibilities and duties of society toward youth. The education of youth is one of the important obligations of society.

Society undertakes the obligation both for the purpose of developing the individual and in order to safeguard society and provide for social progress. From the standpoint of the individual, education develops knowledge, skills, appreciation, and understanding of the world in which we live, and assists the individual in developing and interpreting life values. From the point of view of society, education has for its purpose the preservation and maintenance of those values which are a heritage of the past, and further improvement of the social order.

The realization of these purposes depends upon the proper adjustment of the relationship between the individual and society. If value is to accrue fully to the individual and to society, it is essential that society shall provide those who have passed through our educational institutions with opportunities to become self-supporting economic units and productive participants in the social and civic life of society.

The economic crisis through which we are passing accentuates and makes far more difficult the problems involved in providing for necessary adjustment between the individual and society. Particularly is this true in the case of the graduates of our educational institutions. Even though more than half our high school graduates will continue their formal education for from two to four or more years, there are other thousands of young people who have completed their formal education and are ready and anxious to assume the responsibilities of normal adult life.

In normal times, the absorption of these individuals in industrial, commercial, and professional life would be practically automatic. At present, however, several factors operate to make this adjustment exceedingly difficult.

Abnormal unemployment conditions due to our present low level in the business cycle constitute the first factor contributing to this difficult situation. Many millions of unemployed are haunted by failure in their efforts to secure gainful employment. The addition of thousands of youth to the ranks of those seeking employment complicates

the unemployment situation. The apparent hopelessness of the situation disturbs the morale of youth. The factor of unemployment is, however, temporary, even though of tremendous immediate importance. Present indications are that this situation is already being relieved.

Another factor which will probably become increasingly important in years to come is increased efficiency in production through the mechanization of the processes involved which has decreased the demand for certain types of human effort. Far less time and effort is necessary for the production of the necessities and comforts of life than was formerly the case. There is every indication that the application of scientific knowledge to the problems of production will in future years continue to operate to lessen the need for human time and toil in the production of material things. This means of course a decreased demand for youth to enter productive enterprise.

A third factor which is becoming increasingly important is the advancing age requirement for entrance into gainful employment. In nearly every field, employers are refusing to hire mere boys and girls. More maturity on the part of those entering employment is being demanded. Indications are that this trend also will continue. The period of economic dependence of youth has been prolonged in recent years and in all probability will continue to be prolonged.

These trends are of tremendous social significance. Postponement of economic independence caused both by a decreased need for workers and by the advanced age requirement makes possible and even necessary, an extension of opportunities for the education of youth. This extended education, except for those preparing for the professions and highly skilled technical occupations, should not be of a vocational nature. Rather, there should be emphasized guidance in other problems of living with particular stress upon the study of changing social, civic, and economic conditions, so that youth may face the world fortified with adequate knowledge of conditions, equipped to think through and able to cope with baffling problems unhampered by prejudice and unbound by meaningless tradition, and to lend intelligent assistance to social reconstruction.

As technological improvements continue to be made, there will be an increasing need for education which will guarantee the proper employment and enjoyment of leisure. School programs must be reorganized to meet this need. Education beyond the high school level will become more and more common for ever increasing numbers in the years to come. Adult education programs will enlist greater numbers of students. The need for a program of continuation education which will serve large numbers of people after they have completed their formal full-time schooling is beginning to be felt. Such a program will

continue to serve the needs of youth at the same time that a portion of their lives is devoted to employment.

Organized society has a solemn duty to perform in aiding youth in its adjustment. Society itself must undergo readjustment. Youth today looks upon a world awry. Conditions seem most inopportune for youth to obtain employment. Some 80,000 boys and young men today are wandering homeless, jobless, about the state. There is grave danger that the morale of youth will be shaken by failure. As opportunities diminish, a fatalistic attitude develops. Adult society must provide every possible stabilizing influence to offset demoralizing forces. Wholesome means of self-expression in creative activity must be furnished even though employment in traditional lines is not available.

Activity is the normal outcome of youthful energy. As employment in traditional lines becomes less and less necessary, society must set about to direct the energy of youth into wholesome and beneficial channels. No theoretical limits can be postulated as to the amount of creative activity, appreciation, and deepening of human values that may be developed. It behooves society to direct and organize itself so that all available energy may be directed to the upbuilding of human values. Literature, the arts, sports, social science—these and many others constitute beneficial means through which energy may be utilized for the enhancement of human values.

It is a common duty to provide heartening influence to youth. Today's youth will become the adult generation of tomorrow. Upon the individual and organized efforts of adults today depends the future of youth.

DEPARTMENTAL COMMUNICATIONS

Division of Research and Statistics

WALTER E. MORGAN, *Assistant Superintendent of Public Instruction and
Chief, Division of Research and Statistics*

BILLS AFFECTING SCHOOL DISTRICT BUDGETS, 1933-34

In the preparation of school district budgets for the school year 1933-34, school administrators should take into consideration the following measures which have been passed by the Legislature:

1. Senate Bill No. 439, signed by the Governor, repeals School Code sections providing for the annual convention of secondary school principals.

2. Senate Bill No. 435, repealing School Code sections requiring a state convention of school superintendents, was vetoed by the Governor. Provision, therefore, should be made in the budget for attendance of superintendents upon the required conventions.

3. Senate Bill No. 440, repealing School Code sections requiring teachers' institutes, was vetoed by the Governor. Provision should be made, therefore, in district and county budgets for the expense of teachers' institutes.

4. Senate Bill No. 235, signed by the Governor, repeals School Code sections requiring triennial registration of minors and report thereon to the Superintendent of Public Instruction. No provision need be made, therefore, in budgets for 1933-34 to cover the cost of this registration of minors, which would have been required in October of 1933 had this bill not been enacted.

5. Senate Bill No. 239, signed by the Governor, requires the county superintendent of schools to apportion moneys for the county high school fund to any other county in which pupils residing in his county are attending high school. Previously this requirement related only to adjoining counties. County superintendents of schools should take this into consideration in estimating their county high school taxes for 1933-34, since the bill will affect the apportionments to be made from the county high school fund during the year.

6. Assembly Bill No. 566, signed by the Governor, repeals School Code section 4.300 which formerly permitted excess balances in district building funds to be expended for other purposes. The effect of this law will be to prevent moneys levied for building purposes being expended for any other purposes.

7. Assembly Bill No. 812, signed by the Governor, prohibits any pupil from attending school in a district other than that in which he resides, except with the consent of the county superintendent of schools

having jurisdiction over the district of residence. This should be taken into consideration in the preparation of school district budgets. County superintendents of schools should immediately determine and announce the policy which they intend to adopt relative to non-resident attendance.

8. Assembly Bill No. 838, signed by the Governor, authorizes elementary and high school district boards to pay parents or guardians not to exceed 25 cents per day per pupil in lieu of providing transportation. The maximum amount parents or guardians may receive under this law is 75 cents per day for elementary school pupils and 75 cents per day for high school pupils.

9. Assembly Bill No. 1078, signed by the Governor, prohibits the apportionment to any school district of more money than is required as shown by the budget for the district. This will operate, during 1933-34, to prevent receipt of surplus tax moneys by school districts over the total amount budgeted, except as such moneys are transferred from a reserve fund to the district by the county superintendent of schools upon petition from the school board.

10. Senate Bill No. 666, signed by the Governor, requires the county superintendent of schools in July or August to transfer 80 per cent of any excessive balance or unnecessary surplus in the county elementary school supervision fund, and in any school fund of any elementary school district, except funds derived from district taxes, to the county elementary school fund or to the unapportioned county elementary school fund. This requirement will be effective August 21, 1933, if Proposition No. 7 on the June 27 ballot is passed. This bill also changes the method of estimating the amount of the unapportioned county elementary school fund.

11. Assembly Bill No. 1142, signed by the Governor, authorizes holders of junior high school certificates to teach in the seventh, eighth, and ninth grades of any elementary or secondary school. This may have effect in assignment of teachers in city districts or in districts having both eight-grade elementary schools and junior high schools.

12. Assembly Bill No. 2342, signed by the Governor as an urgency measure to take effect immediately, requires the Division of Architecture of the State Department of Public Works to supervise the construction of all new school buildings the cost of which exceeds \$1,000, and all reconstruction or additions to school buildings. All plans for such new buildings or for reconstruction or additions to school buildings must be submitted to the Division of Architecture for approval. The school district must pay a fee to the Division of Architecture equal to one-half of one per cent of the estimated cost of construction if the estimated cost does not exceed \$250,000, and an additional fee equal to one-fourth of one per cent of any estimated cost of construction in excess of \$250,000. The minimum fee required to be paid is \$50. If

the actual cost of construction exceeds the estimated cost, an additional fee must be paid equal to one-half of one per cent of such excess. Districts contemplating schoolhouse construction or alteration should include the above required fees in their budgets for 1933-34.

13. Senate Bill No. 526, signed by the Governor, provides for the same non-resident tuition charge for junior colleges in high school districts as for district junior colleges. As a result of the passage of this bill, no contracts will be required between districts for junior college education, except for students residing in a junior college district or in a high school district maintaining a junior college. The non-resident tuition charge required to be paid by the county of residence for junior college students not residing in a district maintaining a junior college, covers the full cost of the junior college education, and no charge is to be made for such students to the high school district of residence.

The levy of the county junior college tuition tax on account of non-resident students in junior colleges in high school districts will not be effective until the school year 1934-35.

14. Senate Bill No. 1193 requires the governing boards of school districts to let "contracts for (1) the construction, alteration, or repair of public works, or (2) for the purchasing of materials or supplies for public use" only to persons, firms, or corporations who agree to use or supply materials produced or manufactured in the United States. This bill also requires such contracts let for the above purposes to contain a provision that only such materials as have been produced or manufactured in the United States shall be used in the performance of the contract. School district budgets should be prepared on the basis of estimates of cost in the light of this requirement.

Assembly Bill No. 2345, which has not yet been acted upon by the Legislature, will, if enacted, require transfer from the state general fund to the (district) junior college fund, of such amounts as may be necessary to permit the full apportionment of \$2,000 per district junior college, plus \$100 per unit of average daily attendance. Unless this bill is signed, however, it is estimated that present sources of revenues, including the appropriation made by the Legislature, will provide only \$89.21 per unit of average daily attendance in 1933-34, and \$16.53 per unit of average daily attendance in 1934-35, in addition to the \$2,000 apportionment for each district junior college. Junior college district budgets should be prepared in accordance with this estimate of state apportionment, taking into account also the increased non-resident tuition charge which will be necessitated by the reduced state apportionment.

INTERPRETATIONS OF SCHOOL LAW

Attorney General's Opinions

Candidates for School Trustee

Where a candidate for the office of school trustee filed a written statement of his candidacy with the clerk of the board of trustees more than ten days before the election, as prescribed by School Code section 2.880, and less than ten days before the election, gave written notice to the board withdrawing his candidacy and asking that his name be omitted from the ballot but made an oral agreement with the board that if he thereafter decided to become a candidate, the board would place his name on the ballot; the failure of the board to place his name on the ballot after the candidate demanded that it do so was a lawful performance of its duty. (A.G.O. 8539, April 17, 1933.)

Notes On 1933 Legislation

All measures, excepting urgency measures, which took effect immediately upon approval by the Governor, enacted by the 1933 Legislature prior to its recess on May 12, 1933, and which became law, will become effective August 21, 1933, if Proposition No. 7 on the ballot at the state-wide election on June 27, 1933, is adopted by the people. If Proposition No. 7 is not adopted such measures will not become effective until 90 days after final adjournment of the Legislature.

Constitutional amendments and other measures adopted by the people at the state-wide special election of June 27, 1933, immediately become effective upon the certification by the Secretary of State of the vote thereon, unless the measures themselves otherwise provide.

All measures which are passed by the 1933 Legislature following its reconvening on July 17, 1933, and which become law, will take effect 90 days after adjournment of the Legislature.

Any measures which were not passed or rejected by the 1933 Legislature prior to its recess on May 12, 1933, may be taken up after the Legislature reconvenes on July 17, 1933, with the approval of the Standing Committee of Rules of the house before which the measure is pending.

Each member of the Legislature is permitted to introduce two bills, exclusive of constitutional amendments, in the Legislature following the constitutional recess which this year ran from January 28 to February 28. It is possible, therefore, for new legislation to be introduced through those legislators who have not introduced the permitted number of bills since the constitutional recess.

FOR YOUR INFORMATION

WM. JOHN COOPER ASSUMES NEW DUTIES

Wm. John Cooper, United States Commissioner of Education since 1929, and formerly Superintendent of Public Instruction in California, has announced his resignation to become Professor of Education at George Washington University where he will direct the courses in educational administration.

DR. ZOOK APPOINTED UNITED STATES COMMISSIONER OF EDUCATION

George Frederick Zook, President of the University of Akron, was appointed on May 25 by President Roosevelt to succeed Mr. Cooper as United States Commissioner of Education. Dr. Zook was previously Chief of the Division of Higher Education in the United States Bureau of Education, 1920-25. Recently he served on the Carnegie Foundation committee which surveyed state higher education in California.

NATIONAL SURVEY OF SECONDARY EDUCATION

The National Survey of Secondary Education which has been carried on by the United States Office of Education for the past three years has been recently completed. Wm. John Cooper, United States Commissioner of Education, served as Director of the Survey and Leonard V. Koos, Professor of Education at the University of Chicago, served as Assistant Director.

The findings of the survey are now being published in a series of bulletins of the United States Office of Education. The titles of the several bulletins are as follows:

1. *Summary*. 15 cents.

Leonard V. Koos (School of Education, the University of Chicago) and Staff.

2. *The Horizontal Organization of Secondary Education—A comparison of Comprehensive and Specialized Schools*. 20 cents.

Grayson N. Kefauver (School of Education, Leland Stanford University); Victor H. Noll (School of Experimentation, Teachers College, Columbia University); C. Elwood Drake (Roosevelt High School, Des Moines).

3. *Part-Time Secondary Schools*. 10 cents.

Grayson N. Kefauver; Victor H. Noll; C. Elwood Drake.

4. *The Secondary-School Population*. 10 cents.

Grayson N. Kefauver; Victor H. Noll; C. Elwood Drake.

5. *The Reorganization of Secondary Education*. 40 cents.

Part I: Francis T. Spaulding (Graduate School of Education, Harvard University); O. I. Frederick (School of Education, University of Michigan).

Part II: O. I. Frederick.

Part III: Leonard V. Koos.

6. *The Smaller Secondary Schools*. 15 cents.

Emery N. Ferriss (Rural Education Department, Cornell University); W. H. Gaumnitz (United States Office of Education); P. Roy Brammell (School of Education, Connecticut State College).

7. *Secondary Education for Negroes.* 10 cents.
Ambrose Caliver (United States Office of Education).
8. *District Organization for Secondary Education.* 15 cents.
Parts I and III: Fred Engelhardt (School of Education, University of Minnesota); William H. Zeigel, Jr. (Nebraska State Teachers College, Kearney).
Part II: William M. Proctor (School of Education, Leland Stanford University); Scovel S. Mayo (School of Education, Leland Stanford University).
9. *Legal and Regulatory Provisions Affecting Secondary Education.* 10 cents.
Ward W. Keesecker (United States Office of Education).
- *10. *Articulation of High School and College.* 10 cents.
P. Roy Brammell.
11. *Administration and Supervision.* 15 cents.
Part I: Fred Engelhardt; William H. Zeigel, Jr.
Part II: Roy O. Billett (Illinois State Normal University).
12. *Selection and Appointment of Teachers.* 10 cents.
W. S. Deffenbaugh (United States Office of Education); William H. Zeigel, Jr.
13. *Provisions for Individual Differences, Marking, and Promotion.* 40 cents.
Roy O. Billett.
14. *Programs of Guidance.* 10 cents.
William C. Reavis (School of Education, The University of Chicago).
- *15. *Research in Secondary Schools.* 10 cents.
William H. Zeigel, Jr.
16. *Interpreting the Secondary School to the Public.* 10 cents.
Belmont Farley (National Education Association).
- *17. *The Secondary-School Library.* 10 cents.
B. Lamar Johnson (Stevens College, Columbia, Mo.).
18. *Procedures in Curriculum Making.* 10 cents.
Edwin S. Lide (6134 Kimbark Avenue, Chicago).
19. *The Program of Studies.* 15 cents.
Part I: A. K. Loomis (School of Education, The University of Chicago); Edwin S. Lide.
Part II: B. Lamar Johnson.
- *20. *Instruction in English.* 10 cents.
Dora V. Smith (School of Education, University of Minnesota).
21. *Instruction in the Social Subjects.* 10 cents.
William G. Kimmel (1004 Physics Building, Columbia University).
- *22. *Instruction in Science.* 10 cents.
Wilbur L. Beauchamp (School of Education, The University of Chicago).
- *23. *Instruction in Mathematics.* 10 cents.
Edwin S. Lide.
24. *Instruction in Foreign Languages.* 10 cents.
Helen M. Eddy (School of Education, State University of Iowa).
- *25. *Instruction in Music and Art.* 10 cents.
Part I: Anne E. Pierce (School of Education, State University of Iowa).
Part II: Robert S. Hilpert (School of Education, University of Minnesota).
26. *Non-athletic Extracurriculum Activities.* 15 cents.
William C. Reavis; George E. Van Dyke (School of Education, The University of Chicago).
- *27. *Intramural and Interscholastic Athletics.* 10 cents.
P. Roy Brammell.
- *28. *Health and Physical Education.* 10 cents.
P. Roy Brammell.

* Now available in printed form from the Superintendent of Documents, Washington, D. C.

PROFESSIONAL LITERATURE

REVIEWS

WALTER CROSBY EELLS. *Teachers' Salaries and the Cost of Living*. Stanford University, California: Stanford University Press, 1933. v + 94 pp.

The economic depression and the greatly reduced ability of individuals to meet tax payments has brought about a rather general demand for reduction of teachers' salaries. These demands have not been based upon any study of the adequacy of teachers' salaries but in the main are a sort of defense reaction against the depression. The appearance of a scientific study of teachers' salaries and the cost of living is particularly appropriate at this time.

The volume consists of 9 chapters on various aspects of the problem. The first chapter is chiefly concerned with establishing the premise that the cost of living should constitute an important factor in determining teachers' salaries and with a description of the cost-of-living index prepared by the United States Bureau of Labor Statistics. The statement is then made that "There are at least seven factors likely to make the index number of the cost of living, as computed so carefully by the Bureau of Labor Statistics, distinctly unfair to use as a safe gage for the determination of a proper level for teachers' salaries." Separate chapters are devoted to each of these factors.

Chapter II describes the technique used by the Bureau of Labor Statistics in weighting the several items contributing to living costs and shows why this weighting can not be applied with fairness in computing a cost-of-living index for teachers. The Bureau of Labor Statistics index is derived on the basis of assigning over 73 per cent weight to the items of food, clothing, rent, and fuel and light. Evidence is presented in this chapter showing that these items constitute but 44.5 per cent of the average teacher's budget.

Chapter III shows that decreases in board paid by teachers tend to lag several years behind reductions in the price of food stuffs, and Chapter IV, that previous increases in teachers' salaries lag similarly behind increases in living costs. The fairness of similar lags in reduction of teachers' salaries is indicated.

Chapter V is devoted to a discussion of the wide variation of the cost-of-living index in different regions, thus showing that relating salaries to living costs is a local or regional, rather than a national, problem.

Chapter VI presents the results of a study of increased financial burdens due to the depression which were borne by teachers in Spokane, Washington.

Chapter VII discusses the adequacy of teachers' salaries in 1913, and on the basis of a comparison with remuneration in other occupations presents the conclusion that 1913 teachers' salaries were "lamentably low."

Chapter VIII reviews the increasingly high standards which have obtained for entrants into the teaching profession since 1913.

The conclusions of the previous chapters are reviewed in Chapter IX.

This volume is the first to be issued of a series bearing the title, School Economy Series. Other titles announced are *Economy in Education*, *Fads and Frills in Education*, *The Rural School*, *Selecting Teachers*, *School Publicity*, *School Finance*, *Compulsory Education*. If one is to judge the probable value of the series by the merit of this volume, it may be said that a wealth of information on the vitally important problems facing school administrators throughout the country is being made available in a very usable form.

IVAN R. WATERMAN

HOLLIS L. CASWELL. *Non-promotion in Elementary Schools, Field Studies No. 4.* Nashville, Tennessee: George Peabody College for Teachers, Division of Surveys and Field Studies, 1933. x + 100 pp.

Much attention has been directed to the problem of pupil progress. Formerly, because pupil progress was an index of school efficiency; more recently, because psychology has contributed to the knowledge that individual differences are wide and varied, and influence profoundly the ability to achieve. Even more recently, the psychiatrist has demanded that consideration be given to unfavorable influences on the personality development of retarded pupils.

This study aims to answer five questions: (1) What is the status of non-promotion practices? (2) What basic theories may be employed as guides in regulating pupil progress? (3) Do current non-promotion practices reduce the difficulty of instruction? (4) How do current non-promotion practices influence children? (5) What steps should be taken in dealing with the problem of non-promotion?

The amount of non-promotion found in the present study seems to be somewhat lower in recent years than was revealed by the earlier studies of the problem. The average rate of non-promotion revealed in Ayres' study¹ in 1909, was 16 per cent as compared with 10 per cent in the present study. It is of particular interest to California educators to know that the percentage of non-promotion in California is significantly lower than in eastern states and that five California cities rank in the lower half of a tabulation of 23 cities arranged in descending order of percentage of non-promotion. The study indicates that the findings of earlier studies relative to the higher rate of non-promotion in the first grade are substantially maintained.

The author recognizes two irreconcilable theories underlying the regulation of pupil progress. The theory of "grade standards" led to the retention in a grade of a pupil until the teacher believed he had reached the standard for the next grade. The theory of "equalization of educational opportunity" has been gaining headway since 1910. It implies the reverse of the "grade standards theory." This theory demands that standards be adjusted to the ability of pupils, rather than that pupils be adjusted to artificial standards.

The author's analysis of current practice leads to the conclusion that the theory of "grade standards" still dominates procedure in a majority of school systems. Few school systems are as yet completely and definitely committed to policies based upon the theory of "equalization of educational opportunity."

On an analysis of standard test results, the author concludes that grade groups in schools with extremely slow progress tend to be no less variable in achievement than grade groups in schools with less slow progress. Schools with a large incidence of retardation could eliminate all retardation without increasing the variability of groups. Such an elimination would not increase the number of pupils requiring special instructional adjustment. School administrators will find in the study a satisfactory technique to pursue in programs designed for the elimination of slow progress.

The mental hygienist is commanding attention to the problem of the influence of non-promotion on pupils. Scientific studies seem to indicate the conclusion that "non-promotion is more apt to be a deterrent than an impetus to acceptable achievement." Non-promotion often violates the basis of effective learning, namely, the belief of the learner that he can achieve. The effect on personality may be too disintegrating to make non-promotion a defensible procedure in modern school practice. If, as the author maintains, it "tends to deaden, disillusion and defeat the child," it has no place in a school system expressive of a democratic philosophy of education.

The concluding chapter, *Solving the Problem in Individual Schools*, is rich in suggestions which, if followed, will inevitably lead a school system to a program providing educational opportunities commensurate with the individual needs and interests of all boys and girls.

HELEN HEFFERNAN

¹ Leonard P. Ayres, *Laggards in Our Schools*. New York: Russell Sage Foundation. 1909.

The First Yearbook of School Law, 1933. Edited and published by M. M. Chambers, Ohio State University, Columbus, Ohio. 106 pp.

This yearbook tells the story of school law as it has been adjudicated by the Supreme and Appellate courts of the several states during the past year. It consists of 14 brief chapters, each dealing with a specific phase of school law and each written by a qualified authority in the specific field. Since the meaning of constitutional provisions and legislative enactments depends in the final analysis upon the interpretations placed upon them by the courts, such a publication is valuable as setting forth, in so far as possible, the final word on the subject.

The source material used for the volume consists of the written decisions of the Supreme and Appellate courts of the 48 states.

Each chapter consists of general conclusions with regard to the law on the subject treated with citations to court decisions. Approximately 300 decisions are cited in the volume.

The scope of the publication is indicated by the chapter headings: Pupils—Teachers: Certification and Appointment; the Teacher's Contract—Teachers: Tenure; Pay; Pensions—District Boards and Officers—County Boards and Officers—School Property; District Liabilities; Actions—School Contracts Other than for Teaching Services—District Debts; School Bonds—School Taxes—Creation and Alteration of School Districts—Districts in Arkansas and Missouri—Districts in Texas—School Lands and Funds; Educational Administration in General—Universities, Colleges, and Private Schools.

The material is concise in form and easily read. Technical phraseology has been reduced to a minimum consistent with accuracy. The school administrator will find the material well suited to the purposes of obtaining short, accurate conclusions with regard to specific points of law.

The difficulties involved in attempting to set forth the conclusions of some 300 court decisions in the brief space of 106 pages with legal accuracy in such manner that they will be useful to educators are numerous. The experience gained in preparing the *First Year Book of School Law* will undoubtedly be of advantage in preparing and organizing the material of its annual successors to be of more practical use to school administrators.

Those familiar with *Educational Law and Administration*, a quarterly publication also edited and published by Dr. Chambers, will welcome this yearbook as a valuable addition to the former publication.

IVAN R. WATERMAN

CURRENT PUBLICATIONS RECEIVED

American Library Association. *The Right Book for the Right Child.* New York: The John Day Company, 1933.

ANDERSON, VICTOR VANCE. *Psychiatry in Education.* New York: Harper & Brothers, 1932.

BRAMMELL, P. ROY. *Intramural and Interscholastic Athletics.* United States Department of the Interior, Office of Education Bulletin, 1932, No. 17, National Survey of Secondary Education, Monograph No. 27. Washington: United States Government Printing Office, 1933.

GILBERT, LUTHER CALVIN. *An Experimental Investigation of Eye Movements in Learning to Spell Words.* Princeton, N. J.: Psychological Review Co., 1932. (Psychological Monographs, Vol. 43, No. 3, Whole No. 196)

HILL, DAVID S., and KELLY, FRED J. *Economy in Higher Education.* (The Carnegie Foundation for the Advancement of Teaching in cooperation with the United States Office of Education, Department of the Interior.) New York: The Carnegie Foundation for the Advancement of Teaching, 1933.

- Illuminating Engineering Society. *Standards of School Lighting with Suggested Requirements for a School Lighting Code*. New York: American Standards Association, 1932.
- Education on the Air. Third Yearbook of the Institute for Education by Radio*. Edited by Josephine H. MacLatchy. Columbus, Ohio: Ohio State University, 1932.
- JONES, EDWARD SAFFORD. *Comprehensive Examinations in American Colleges*. New York: The Macmillan Company, 1933.
- JUDD, CLARENCE H. *Problems of Education in the United States*. New York: McGraw-Hill Book Company, Inc., 1933. (Monographs: Recent Social Trends in the United States)
- KELLY, FRED J., and MCNEELY, JOHN H. *The State and Higher Education; Phases of Their Relationship*. New York: Carnegie Foundation for the Advancement of Teaching, 1933.
- KILPATRICK, WILLIAM HEARD. *The Educational Frontier*. New York: The Century Co., 1933.
- LANDIS, BENSON YOUNG, and WILLARD, JOHN D. *Rural Adult Education*. New York: The Macmillan Company, 1933. (Studies in Adult Education)
- NORSWORTHY, NAOMI, and WHITLEY, MARY THEODORA. *The Psychology of Childhood*. New York: The Macmillan Company, 1933.
- PARK, CHARLES V. "What Library Training for the Teacher-librarian?" (Reprinted from the *Journal of the Michigan Schoolmasters' Club*. 1932.)
- STRAYER, GEORGE DRAYTON. *Standards for the Administration Building of a School System*. New York: Bureau of Publications. Teachers College, Columbia University, 1927.
- WAGONER, LOVISA C. *The Development of Learning in Young Children*. New York: McGraw-Hill Book Company, Inc., 1933.

MAGAZINE ARTICLES

- FEDER, D. D., and MILLER, L. W. "An Evaluation of Certain Aspects of a Program of Character Education." *The Journal of Educational Psychology*, Vol. XXIV, No. 5, May, 1933, pp. 385-391.
- REAVIS, WILLIAM C. "Interscholastic Non-athletic Activities in Selected Secondary Schools." *The School Review*, Vol. XLI, Number 6, June, 1933, pp. 417-428.
- WITTY, PAUL A., and WILKINS, LEROY W. "The Status of Acceleration or Grade Skipping as an Administrative Practice." *Educational Administration and Supervision*, Vol. XIX, No. 5, May, 1933, pp. 321-346.